

APPENDIX A. JOINT PLANNING OVERVIEW

No operation plan extends with any certainty beyond the first encounter with the main body of the enemy. It is only the layman who, as a campaign develops, thinks he sees the original plan being systematically fulfilled in every detail to its preconceived conclusion.

Helmuth von Moltke, 1800–1891
("von Moltke the Elder")

The purpose of joint planning and associated processes is to provide the National Command Authorities (NCA) with a wide range of options with inherent flexibility to respond to rapidly changing situations. That is, options that take into account von Moltke's maxim while allowing for military solutions as well as diplomatic ones. Joint planning enables political leaders and military commanders to determine the most advantageous time and place to make decisions by whatever means necessary to protect and promote national interests. The military commanders charged with the responsibility to determine and execute these options are the commanders in chief (CINCs) of the unified commands. Figure A-1 depicts the locations of the nine unified commands. Figure A-2 depicts the Joint Staff organization at its directorate level.

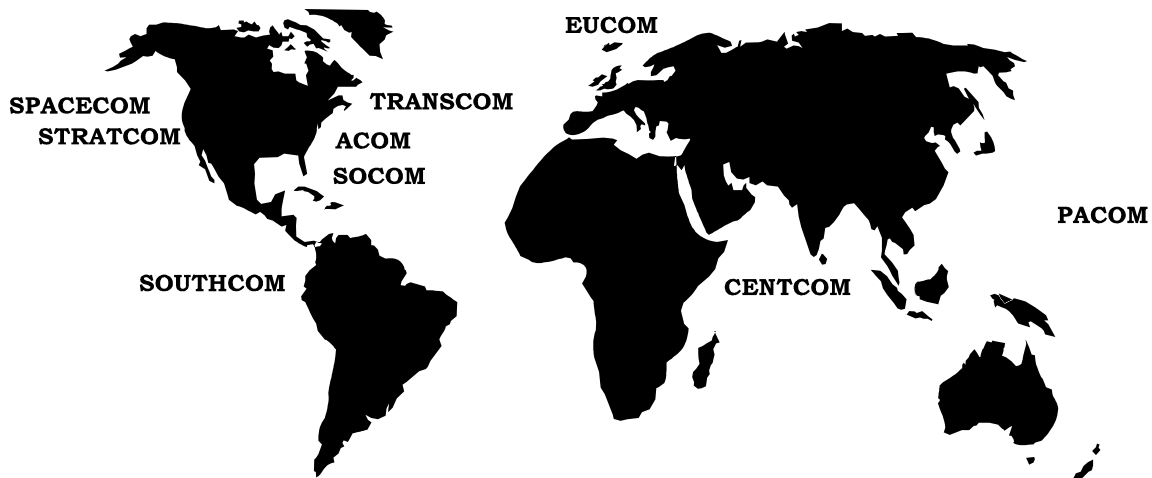
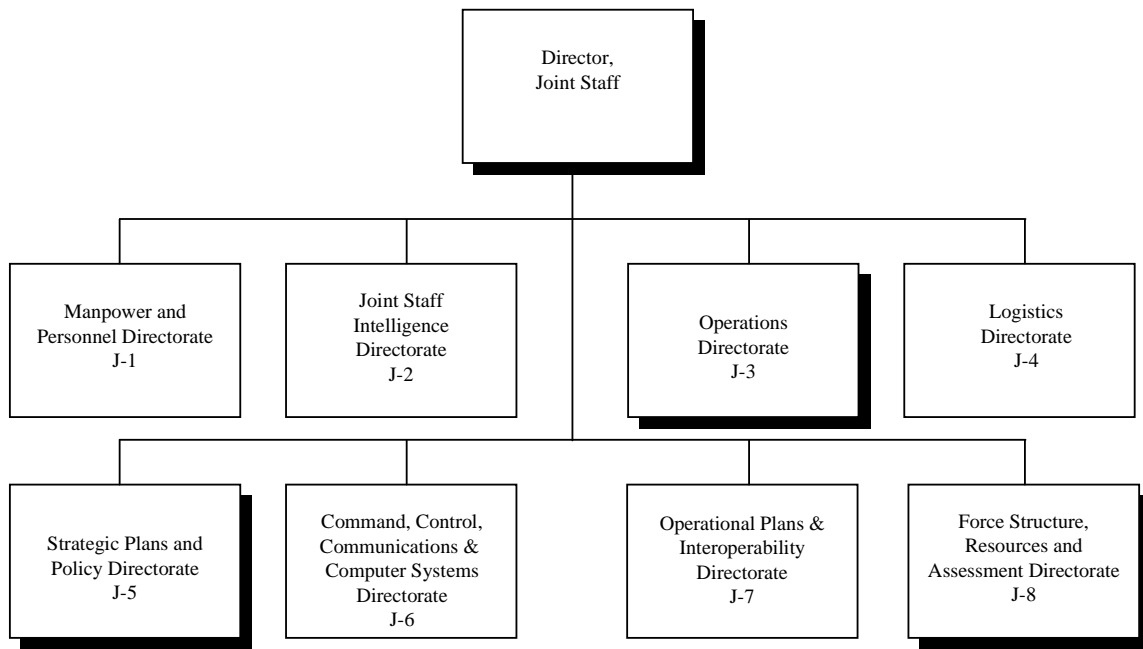


Figure A-1. The Unified Commands



Organizations with shadow boxes are discussed in this appendix.

Source: The Joint Staff Organization Home Page, http://www.dtic.mil:80/jcs/joint_staff_org.html

Figure A-2. Joint Staff Organization

UNIFIED COMMANDS

The unified commands develop requirements in response to objectives and taskings from the NCA and in support of their theater strategy and the particular needs of their assigned areas of responsibility (AORs). To accomplish these objectives and tasks, the CINCs analyze national and theater objectives and tasks, and develop missions and operations plans. All of these efforts are based, in part, on the following bodies of doctrine. These documents are discussed later in detail.

- The *Unified Action Armed Forces* (UNAAF): sets forth principles and doctrine for the Armed Forces.
- The *Unified Command Plan* (UCP): establishes unified commands and assigns AORs.
- The *Joint Strategic Capabilities Plan* (JSCP): assigns specific objectives and tasks.

The joint planning process also produces operations plans and corresponding requirements to accomplish these plans. In this capacity, CINCs are *requirements*

generators and *users* of military capabilities. The Services, under United States Code Title 10, provide the capabilities to meet CINC requirements.

DOCTRINE

The Unified Action Armed Forces

The *Unified Action Armed Forces* (UNAAF) sets forth principles and doctrine governing the activities of the armed forces of the United States when Services of two or more military departments are operating together. It includes guidance governing exercise of command by the CINCs and joint force commanders (JFCs), explains the functions of the Chairman of the Joint Chiefs of Staff (CJCS) and military departments in support of joint operations, furnishes guidance for the military departments and subordinate commands in the preparation of their respective detailed plans, and describes the command functions of joint commands.

The Unified Command Plan

The *Unified Command Plan* (UCP) establishes the combatant commands, identifies geographic AORs, assigns primary tasks, defines authority of the commanders, establishes command relationships, and gives guidance on the exercise of combatant command relationships. It is approved by the president, is published by the CJCS, and is addressed to the commanders of the combatant commands.

The Joint Strategic Capabilities Plan

The Joint Strategic Capabilities Plan (JSCP) is a capabilities-based joint planning document. It reflects near-term (the next three to five years) concerns of the CJCS and NCA. Products of the JSCP are a series of operations plans for possible contingencies in a CINC's AOR. The JSCP fulfills the CJCS's Title 10 responsibilities and Department of Defense (DoD) directives for preparing strategic plans and joint logistic and mobility plans in support of those strategic plans. The JSCP also reflects DoD concerns, as outlined in the *DoD Contingency Planning Guidance*, for protecting and promoting national interests throughout the world.

The JSCP also provides the CJCS with strategic guidance to the CINCs, tasks the CINCs to develop regional contingency plans for major regional contingencies (MRCs) or lesser regional contingencies (LRCs), and apportions force for planning to meet the

contingencies. Additionally, an intelligence estimate covering the planning period is included, as is guidance for mobilization, sustainment, and mobility planning. Plans are developed under the planning concept called *adaptive planning* and include *flexible deterrent options*. These terms are discussed further in the following paragraphs.

Adaptive planning. The intent of adaptive planning is to develop plans that are flexible enough to be readily adapted to rapidly changing situations—it recognizes von Moltke’s observation. Adaptive planning makes deliberate planning products useful, e.g., operations plans (OPLANs) and concept plans (CONPLANs) with and without Time-Phased Force Deployment Data (TPFDDs). In the recent past, many of the OPLANs and CONPLANs were relatively useless in a time-sensitive situation because they had been developed based on specific situations, rigid sets of planning assumptions, structured political decisions, set warning times, and lock-step approaches to deployment and planning. This is no longer the case.

Flexible deterrent options. Flexible deterrent options are a key element of adaptive planning. They are an integral part of operations plans and contain a menu of discrete responses designed to give the NCA a wide range of options and to avoid the dilemma of “too much, too soon” or “too little, too late.” Options include all of the elements of national power—military, political, diplomatic, informational, and economic. The intent is to provide an early response to a developing crisis without jeopardizing the security and protection of US forces.

OPERATIONS PLANS

Operations plans developed using the adaptive planning concept provide the NCA with a range of options that may be readily adapted to a developing situation. Decision makers are more likely to exploit available response time if a menu of response options, gauged to a range of crisis conditions, is available for use—as opposed to “all or nothing” choices that are often presented when electing to execute a specific operations plan. The TPFDD, included in OPLANs and CONPLANs with TPFDDs, is structured to allow packages of forces to be tailored to meet a wide variety of circumstances. The types of operations plans are discussed in further detail in the following paragraphs.

OPLAN. An OPLAN is an operation plan usually developed in response to a compelling national interest or a specific threat. It may be in response to an MRC requiring a detailed joint operation plan. A TPFDD and all annexes are required.

Annexes contain detailed discussion of functional areas (e.g., intelligence, mobilization, and weather). From JSCP tasking to completion generally takes eighteen months.

CONPLAN. A CONPLAN may or may not require a TPFDD. Generally, a CONPLAN with TPFDD is required for contingencies not likely to occur in the near term, but it involves a compelling national interest requiring detailed planning to resolve complex issues. The CINC determines which annexes are appropriate. A CONPLAN without a TPFDD is usually prepared for contingencies of a less compelling nature and involves non-specific threats. CONPLANs are also developed in response to security agreements requiring an operations plan. Once again, the CINC determines which annexes are appropriate.

Functional and Supporting Plans. Functional plans may be developed for specific functions or discrete tasks in those situations involving the conduct of military operations in a peacetime or non-hostile environment. Supporting plans are prepared in support of OPLANs by supporting commanders. Generally, they are focused on specific aspects of mobilization, deployment, employment, sustainment, and redeployment.

Campaign Plan. A campaign plan is an operation plan for a series of related military operations aimed to accomplish a common objective, normally within a given time and space. A campaign plan presents the CINC with a means to execute his theater strategic vision. A campaign plan may also fill any void between deliberate and time-sensitive (crisis action) planning.

COMMAND RELATIONSHIPS

The CINC exercises command over forces through the command relationships of combatant command, operational control, or tactical control.

Combatant Command (COCOM). COCOM is the authority of the CINC to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. CINCs exercise COCOM through component commanders, subordinate unified commanders, commanders of joint task forces, and other subordinate commanders.

CINCs exercise COCOM over forces assigned or attached. This means that the CINC plans for and commands his forces' deployment, employment, sustainment, and all

other functional areas of command afforded to commanders under Title 10, US Code. This authority allows the CINC to provide direction to subordinate forces without regard to Service orientation. For example, under COCOM, a CINC has “directive authority over logistics.” This entitles a CINC to direct resources, capabilities, and supplies from one component of his command to another without regard to Service regulations. Because he has this authority, he may direct USAF bombs be transferred to USMC aircraft for delivery, or direct that one Service supply fresh water for the entire force.

Operational Control (OPCON). OPCON is the authority delegated to a commander to perform those functions of command over subordinate forces involving the composition of subordinate forces, the assignment of tasks, the designation of objectives, and the authoritative direction necessary to accomplish the mission. OPCON includes directive authority for joint training. OPCON should be exercised through the commanders of assigned organizational units or through the commanders of subordinate forces. OPCON normally provides full authority to organize forces as the operational commander deems necessary to accomplish assigned missions, and to retain or delegate OPCON or tactical control as necessary. OPCON may be limited by function, time, or location. OPCON does not, of itself, include such matters as administration, discipline, internal organization, and unit training.

Authority for logistics and internal organization of forces is not included under OPCON. CINCs have COCOM over forces assigned or attached. Joint Force Commanders (JFCs) exercise OPCON of forces assigned or attached. The JFC directs the employment of forces to achieve stipulated missions. For example, if a JFC feels he needs limited directive authority over logistics, it may be approved by the CINC.

Tactical Control (TACON). TACON is the detailed and usually local direction and control of movements or maneuvers necessary to accomplish missions or tasks assigned.

The issue of command relationships becomes extremely important when forces must form Joint Task Forces for CINCs in other regions and in determining the tailored force required for the missions. Command responsibility also becomes a critical issue when a CINC determines the training requirements, objectives, and standards for the force. Service issues become paramount, particularly in regard to the type and frequency of training and exercise participation.

ASSIGNMENT, APPORTIONMENT, AND ALLOCATION

Three other terms that often cause confusion are assignment, apportionment and allocation. These terms are not command relationships but reflect force categories.

Assignment. As a result of the Goldwater-Nichols Act in 1986, all forces are assigned to a CINC. These assignments are documented in *Forces for Unified Commands*, which is published annually by the J-8. Because a large number of forces are in the continental United States, USCINACOM has a large number of forces assigned. Generally, forces are assigned to the CINC in whose AOR they reside. For example, if a unit is in the Pacific, it is assigned to USCINCPAC; if in Europe, to USCINCEUR.

During the Cold War, forces were “fenced” (dedicated) for CINCs, particularly in the case of Europe. USCINCEUR had certain forces that were fenced for NATO. The end of the Cold War and the publication of the 1993-1995 *Joint Strategic Capabilities Plan* eliminated fenced forces.

Apportionment. Forces are apportioned for planning by J-5 in the *Joint Strategic Capabilities Plan* with input from J-8. CINCs are apportioned forces for planning for use in any operations plan (OPLAN, CONPLAN, with or without TPFDD, or functional plans) as a result of a JSCP tasking, or to accomplish theater objectives.

Implicit in the apportioning of combat forces is the apportionment of the supporting combat support (CS) and combat service support (CSS) forces. For example, a CINC may elect to develop a campaign plan for forward presence operations in support of his theater strategic vision. The forces required may be predominantly CS and CSS. If the CINC has been apportioned an Army corps and four divisions for planning, he may use any of those forces to include the division, corps, and echelon above corps forces associated with the corps and four combat divisions. However, there is no guarantee that at execution he will receive those forces. The situation at the desired time of execution will determine what forces will be allocated for execution by the secretary of defense.

Allocation. Forces are allocated for execution of an OPORD by J-3. The CINC’s OPLAN becomes an OPORD with the publication of the J-3 OPORD.

Example: A Maritime pre-positioned ship lives at Diego Garcia and may be *assigned* to USCINCPAC, may be *apportioned* to USCINCCENT and because the situation dictates, may be *allocated* to USCINCEUR for a crisis action contingency.